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ABSTRACT

This discussion paper raises important issues for the future of Utah's public library services, specifically, the state's bookmobile service. Federal dollars used to support daily bookmobile operations in 22 counties will come to an end with the expiration of the "Library Services and Construction Act" in 1996. Beginning in 1997, the State Library Division proposes that new funding and administrative relationships should be established. The concepts of fiscal capacity and financial effort in support of library service are proposed as central considerations in distributing additional charges to the counties, and in allocating state dollars to the counties for their library service. In addition, the counties will need to shoulder higher percentages of the total costs of services. State-funded library service "Development Grants" will continue and a state-funded "Transition Grant" should be given to the counties in 1997, 1998, and 1999, in order to give county library boards and officials time to establish priorities and adjust budgets. Three possible administrative models are proposed to govern the services in individual headquarters, beginning in 1997. These entail leaving local boards to play a restricted policy role (unified formula model); providing more flexibility to county library boards to structure the service to meet local needs (zero-based budget model); and transferring all physical assets to the county (county ownership model). The division also proposes that in 1996, each county should formalize 5-year library service plan, 1996-2000. Appendices include five tables of fiscal indicators of local government support for public library service in Utah using 1993 data, and a listing of county bookmobile headquarters. (AEF)

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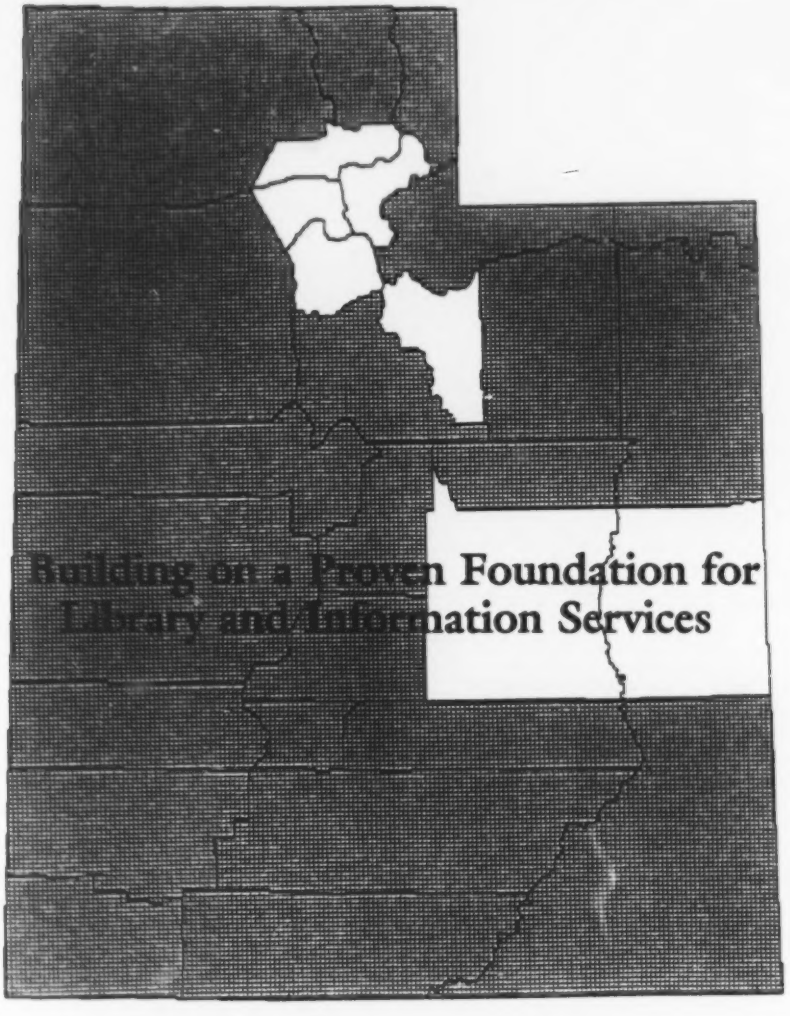
UTAH'S BOOKMOBILE COUNTIES IN THE YEAR 2000:



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UTAH'S BOOKMOBILE COUNTIES IN THE YEAR 2000:

Building on a Proven Foundation for Library and Information Services

A discussion paper presented to the
Utah State Library Board
17 November 1994

Utah State Library Division
Department of Community and Economic Development
1994

TABLE OF CONTENTS

Preface

Executive Summary

"Bookmobile service is at a crossroads." 1

- Federal Funding
- Governance Role of County Boards

"Where will the money come from?" 2

- County Funding
- State Funding
  - Library Service Development Grants
  - Library Service Transition Grant
  - Library Service Sustaining Subsidy

"How should the service be administered?" 5

- Unified Formula Model
- Zero-Base Budget Model
- County Ownership Model
- Safety-Net for County Library Services

"What do we need to do now . . . today?" 9

"How can we achieve a successful transition?" 10

"Is the state abandoning the bookmobile counties?" 12

Appendix A: "Fiscal Indicators of Local Government Support for Public Library Service in Utah, 1993" 15

Appendix B: Listing of County Bookmobile Headquarters 23

PREFACE

This discussion paper was requested by the Utah State Library Board at its August, 1994, meeting in response to serious concerns raised by the administrative staff of the State Library Division for the future of the state's bookmobile service. The Board intends the paper to serve as a spring-board for local discussion, and for dialog between people in the counties and those in state government. The Board specifically requests responses from the counties. The issues raised here are far more important to the future of public library service in at least twenty-two counties throughout the state than the relatively small number of dollars in question might indicate.

In addition to the State Board itself, the primary audience for the paper is the library board and county commission of each of the twenty-two counties in Utah that now contract with the State Library Division for bookmobile service. It is these people, along with county residents who depend upon bookmobile service, who are most directly affected by the issues and circumstances presented and discussed here. Yet, while the focus of this paper is the state's bookmobile program, the issues raised are of important--even compelling--interest to public librarians and library boards throughout the state. Accordingly, the paper is being widely distributed.

The Utah State Library Board and staff of the State Library Division hope that a broad-based, timely consideration of the issues raised here, and a thoughtful weighing of alternatives in each of the counties will support productive and effective action that will protect valuable library services to individuals of all ages, and open up for the future new possibilities in public library services in the counties. Through planning, we must fashion solutions at both the local and state level, each with the same goal: to put local public library service on a firm footing in the years ahead. Such highly desirable results will require a concerted, cooperative effort by persons in each of the affected counties, as well as at the state level.

EXECUTIVE SUMMARY

Federal dollars used to support daily bookmobile operations in 22 counties will come to an end with the expiration of the Library Services and Construction Act in 1996. New federal library legislation is expected in 1997, with reduced appropriations levels and different mandated uses of federal funds.

The State Library Division proposes approaches to the problem that will ensure the continuity of valued bookmobile services, enhance the ability of county library boards to structure local service, and be fair and equitable.

1. The Division plans for routine bookmobile service agreements with the counties in 1995 and 1996.

2. Beginning in 1997, new funding and administrative relationships should be established.

FUNDING ISSUES (Pages 2-5)

3. The two concepts of fiscal capacity, and financial effort in support of library service are proposed as central considerations in distributing additional charges to the counties, and in allocating state dollars to the counties for their library service.

   NOTE: Appendix A, "Fiscal Indicators of Local Government Support for Public Library Service in Utah, 1993," presents important comparative data on fiscal capacity and financial effort in funding library service in Utah's cities and counties.

4. More local dollars will be needed. The counties will need to shoulder higher percentages of the total costs of the services they provide their residents. The actual financial impact on individual counties will depend on local fiscal capacity, financial effort, and the administrative model selected by the county.

5. State-funded Library Service Development Grants will continue as in the past. A state-funded Library Service Transition Grant should be given the counties in 1997, 1998, and 1999, in order to give county library boards and officials time to establish their priorities and adjust their budgets. A state-funded Library Service Sustaining Subsidy should be implemented in 2000 to guarantee at least basic library services to those jurisdictions that qualify by achieving a specified level of local financial effort.

ADMINISTRATIVE ISSUES (Pages 5-8)

6. The Division proposes three possible administrative models to govern the service provided in individual headquarters beginning in 1997.

   A Unified Formula Model would continue the existing administrative structure of centralized state control and responsibility, leaving local boards to play a restricted policy role.

   A Zero-Base Budget Model would elevate the influence and responsibility of the counties to full partnership with the state. This model would provide more flexibility to county library boards to structure the service to meet local needs and priorities.

   A County Ownership Model would transfer all of the physical assets, as well as the full administrative and operational responsibility for the service, to the county.

7. The Division should build a safety-net for bookmobile services provided under the Zero-Base Budget and County Ownership Models that would include consulting expertise, a Rural Library Service Contingency Fund, the maintenance of relief bookmobiles, and book acquisition support services.

PLANNING AND IMPLEMENTATION (Pages 8-11)

8. From January through June, 1995, library boards, elected officials, and citizens in the individual counties are asked to consider the proposals on funding and administration presented in this discussion paper and prepare responses to the State Library Division that can help to structure formal policy proposals that will be presented to the State Library Board in August, 1995, for action. If necessary, the Division will prepare a fiscal 1996-1997 budget request to help finance the transition process.

9. The Division proposes that in 1996, each county formalize a five-year library service plan, 1996-2000.

UTAH'S BOOKMOBILE COUNTIES IN THE YEAR 2000:

Building on a Proven Foundation for Library and Information Services

"Bookmobile service is at a crossroads."

Since its inception nearly four decades ago, the State Library Division's bookmobile service has been substantially funded by federal Library Services and Construction Act (LSCA) dollars. In recent years the aggregate amount of federal dollars used to support bookmobile service in 22 participating counties has been $186,800. Federal dollars to support bookmobile service operations are coming to an end. The congressional authorization of LSCA will terminate on 30 September 1996. It is most likely that by 1997 a new library law will be passed that redefines federal priorities and the mandated uses of federal dollars. Current proposals for new federal library legislation suggest that federal dollars be allocated to the states under two titles (Access/Technology, and Access/Special Services), both of which will have a technology orientation. Neither title is likely to provide dollars for the purposes for which federal dollars have been used in Utah in the past. Furthermore, funding levels appropriated by Congress under a new act are likely to be lower. In the future, the State Library Division and county governments cannot count on the federal government for dollars to fund daily on-going library service operations.

Of equal concern to the State Library Division is the policy role of the county library service boards. By Utah law, the responsibility for public library service rests predominantly with local government. Because of the state-level, centralized administrative structure of the service, local boards have had only a limited opportunity to exercise their governance responsibilities. As we approach the new decade and the new century, the growing need is for flexible and creative responses to diverse local priorities and circumstances under the direction of the county board. Yet, the unified administrative structure of the state's bookmobile program has kept library service policy in the counties in grid-lock. Unified state-level administration has constrained local initiative in some cases, and supplanted local government responsibility in a majority of the counties contracting for the service.

Library service in the bookmobile counties is clearly at a crossroads. Unless we can address and resolve the problems of funding and governance, by the end of this decade more than one seventh of the state's residents will be second-class citizens in the library and information services available to them. Resolution of these issues will involve county library service boards and elected officials, the State Library Division, and the library community in general. Working together, we can

1) ensure the continuity of vital and well-established library services;

2) enhance the policy role of county library service boards so that they can structure services flexibly to meet local needs, priorities, and circumstances; and

3) treat each of the state's library service jurisdictions fairly.

The ways in which we now address the issues surrounding the state's bookmobile service will have a major impact on public library service in Utah for decades into the future.

This discussion paper presents approaches for addressing and meeting these library service needs in the bookmobile counties. It is presented now for two purposes: 1) to stimulate local discussion and planning; and, 2) to solicit feedback to the State Library Board on these issues. Our two basic problems are funding ("Where will the money come from?"), and administration and governance ("How should the service be administered?"). In reality, the two areas are inseparable. For the purposes of this discussion they are considered separately. The options proposed will be discussed by the Utah State Library Board and State Library Division staff, and thereafter by local library boards, elected officials, service providers, and citizens statewide. Ultimately they must be acted upon.

"Where will the money come from?"

In fiscal 1994, the State Library Division received approximately $1.2 million in federal funding through LSCA. Under Board direction, these dollars have been allocated to diverse purposes within every program in the Division. Fifty-six percent of the total have been given out in direct dollar grants to public libraries, both fixed-site and bookmobiles, and

state institutional libraries. Twenty-six percent of the dollars support direct library services to bookmobile patrons and to the blind and physically handicapped. The remaining eighteen percent provide administrative and support services (interlibrary loan, reference, and library technical services) that are heavily drawn upon by bookmobile service patrons, as well as the state's smaller public libraries. Several of these use areas are federally mandated and have maintenance-of-effort provisions attached to them. Division administrators expect that any new library law will have a major impact on virtually all of these program areas. Bookmobile service is not the only area that will be seriously affected. As we move into new relationships with federal dollars, the State Library Board will be responsible for making decisions on the program allocation of any new federal dollars within the guidelines established by Congress.

There are now four components in the bookmobile service funding package: 1) the county share component; 2) the State Library Service Development Grants component; 3) the federal component; and, 4) a state bookmobile service subsidy. With federal dollars being eliminated from the support of daily bookmobile operations, more than one-sixth of the costs of the current program must be made up. How is this to be done? Clearly, to sustain current levels of service there will need to be more local dollars, and, most likely, more state dollars, as well.

How should increased local costs be distributed among the counties? How should state dollars for the support of local library service in the bookmobile counties be distributed? Local fiscal capacity and local financial effort in support of library service should be the central principles used in answering these questions. The richer counties will need to pay a greater share of the costs, and receive fewer state dollars, than the poorer counties.

COUNTY FUNDING

It is a difficult time for local governments to increase funding, either for well-established or for new services. In some counties there have been recent significant reductions in assessed valuations. Both county and city governments statewide are having to implement federal mandates for which no funds have been appropriated. Nevertheless, over the next few years, in order to maintain current service levels the majority of the bookmobile counties will need to expend more dollars (and meet a greater percentage share

of the costs) for the support of their public library service.

There are dramatic differences in fiscal capacity among the bookmobile counties. They range from the most wealthy local government jurisdictions in the state, down to the median in potential local library service operating revenue per capita. Half of Utah's 69 local library jurisdictions are "poorer" in terms of assessed valuations and local option sales tax than any of the bookmobile counties. (See Appendix A, Table 1.) The current level of support of library service is substantially lower in the bookmobile counties, as a group, than it is in other cities and counties. (See Appendix A, Tables 2 and 3.) The financial effort of the majority of the bookmobile counties in support of library service must come to more nearly approach the library service financial effort made by cities within their own boundaries. (See Appendix A, Table 5 for a comparison of library service financial indicators by library service jurisdiction within each county.)

STATE FUNDING

Historically, state dollars have gone to the support of bookmobile service as state-funded Development Grants, and in a state bookmobile subsidy, which is now inequitably distributed among the counties. For the future, state aid to the bookmobile counties would likely take the forms described below.

Library Service Development Grants: The Certified Library Service and Striving for Excellence Development Grants given in the past will continue to be awarded to all qualifying library service jurisdictions. The amount of the Development Grant is established by a formula that uses the same parameters for all jurisdictions. Although the formula may not achieve perfect equity in distributing grant dollars, it has the virtue of dealing with all library jurisdictions on the same basis. In past years, Development Grants to bookmobile counties have been delivered in bookmobile service dollars. The Division proposes that grants under new administrative relationships be given in dollars by check.

Library Service Transition Grant: The State Library Division proposes that there be a three-year transition period to give county governments time to establish local library service directions, adjust priorities, and build their budget commitments to library service. A Transition Grant would be provided the bookmobile counties in each of three years beginning in 1997 and extending through 1999. The Transition Grant would progressively decrease in the second and third years according to the wealth of the county. Wealthy

counties would see a great decrease, poorer counties less so. Neither the definition, procedures, nor dollars needed to fund a Transition Grant as proposed here are now fully developed and in place. Actual funding levels for individual counties--and the way in which funding levels are established--have yet to be determined. A Transition Grant is temporary by definition. In 2000, an on-going Library Service Sustaining Subsidy would replace the Transition Grant in those counties that qualify for it. The Division proposes that the Transition Grant under new administrative relationships be given to the county in dollars by check.

Library Service Sustaining Subsidy: The state has a direct interest in seeing that all citizens have access to basic library services regardless of their place of residence. Because the fiscal capacity of local governments, and the relative costs of library service differ according to widely divergent local circumstances in Utah, a state-funded "sustaining subsidy for library service" (in addition to the state-funded Library Service Development Grant) is justified. Again, the definition, procedures, and dollars needed to fund this state subsidy program are not yet developed and in place. The process of defining such a subsidy, which could apply to both bookmobile and fixed-site library service jurisdictions, will require study over the next two or three years. The provision of a library service sustaining subsidy should be based on broad discussion and consensus within the community.

The fiscal capacity of local government (usually defined in terms of assessed valuation of taxable property, and the local option sales tax) and local financial effort in support of public library service (dollars actually spent relative to capacity) must be central factors in defining any such on-going state subsidies to local governments. Once a specified level of financial effort is reached by the jurisdiction, at least basic library services should be guaranteed by the State Library Service Sustaining Subsidy. The required level of financial effort to qualify for the subsidy should be established in relation to--among other possible criteria--the effort expended by other jurisdictions within the county itself or in close geographic proximity to it. The Division proposes that the Sustaining Subsidy under new administrative relationships be given to the qualifying jurisdiction in dollars by check.

"How should the service be administered?"

The administrative relationships supporting bookmobile service in the future will affect the costs borne by a given county, and will have an important impact on the long-term development of library service in the county. It is not necessary that all of the bookmobile counties settle on a single administrative model for their library service. It appears, however, that those counties served by a single headquarters will need to agree on a single model. (See Appendix B for a listing of the thirteen bookmobile headquarters statewide, and the counties

served by them.) The general approaches to the future funding of library service in the bookmobile counties that have been developed above apply to each of three potential administrative models developed below.

UNIFIED FORMULA MODEL

Maintain centralized, unified state-level administration, operation, and responsibility for the service. Use a unified formula to distribute and equalize the cost of the service among all participating counties. Full FORMULA cost of the service is billed to the county under service agreement. State Development Grants, Transition Grant, and Library Service Sustaining Subsidy (to qualifying counties) given to the county IN DOLLARS.

Discussion: The Unified Formula Model ensures the continuity of vital and well-established library services. It maintains the familiar administrative and operational relationships of the past that require the least organizational effort and commitment by the county. However, by billing out full costs to the county, and by providing state financial support in grant dollars rather than service it reaffirms local government responsibility.

The Unified Formula Model moderates costs (somewhat) for some counties, and increases costs (over what they would otherwise be) for others. This model will become progressively less attractive as individual counties choose to shift their bookmobile service to the Zero-Base Budget or County Ownership Models. This is because the economies of scale will progressively decline with declining participation in the formula distribution of total bookmobile program costs.

The policy role of the county board remains limited to formalizing the annual service agreement, and establishing service stops within the terms of that agreement and the historically established level of service. There is little flexibility for the board to influence the operating budget of the bookmobile headquarters, or the costs paid by the county, beyond a reduction of the county's bookmobile service level. In policy terms, this option does not strongly support the long-term development of library and information services in the county.

ZERO-BASE BUDGET MODEL

Shared county/state administration and responsibility for the service; state-level operation of the service. With substantial county library board involvement, establish an annual zero-base budget for the headquarters. Full BUDGETED (actual) cost of the local service is billed to the county under service agreement. State Development Grants, Transition Grant, and Library Service Sustaining Subsidy (to qualifying counties) given to the county IN DOLLARS.

Discussion: The Zero-Base Budget Model ensures the continuity of vital and well-established library services. It would be somewhat less expensive for some counties. It would be more expensive for those counties whose service historically has been subsidized through the formula distribution of costs.

The Zero-Base Budget Model will require more organizational commitment of the county. The daily operational responsibility for the service remains with the State Library Division, and state regulations and procedures will still apply. Yet, it opens up a fuller policy role for the county board, requiring it to have central involvement in establishing service directions and levels, and in building a budget to support the service that it is charged to govern. In addition to establishing annual service agreements and service stops, the county board, not the state, will establish the book budget, schedule and budget for discretionary maintenance on the bookmobile (painting, reskinning, etc.), and authorize the purchase and replacement of equipment. This model is a responsible and practical option for a county, given the State Library Division's "library service safety-net," which is described below.

The Zero-Base Budget Model is, perhaps, a desirable developmental prerequisite to the County Ownership Model presented below. It will provide a training period in which the county library board can gain in-depth knowledge and experience with the full working responsibility of the service that it oversees. In policy terms, this option strongly supports the long-term development of library and information services in the county.

COUNTY OWNERSHIP MODEL

Transfer all physical assets of the service (bookmobile, book collections, bookshelving, computer and office equipment) to county ownership, and the librarian and clerk to

county payrolls where they provide library service under the direction of, and according to the policies of, the local board, county government, and the statewide library service standards defined in the Upgrade Process. State Development Grants, Transition Grant, and Library Service Sustaining Subsidy (to qualifying counties) given to the county IN DOLLARS.

Discussion: The County Ownership Model ensures the continuity of vital and well-established library services. It places full policy, administrative, and daily operational responsibility for the service on the county library board and county commission. These local bodies, rather than the state, will set library service policy directions and establish budgets and procedures to support them.

For the immediate future, it appears that the counties lack the necessary organizational infrastructure to operate public library service (and specifically bookmobile service) strictly on their own. Yet, the County Ownership Model is a responsible and practical option for a county, given the State Library Division's "library service safety-net," which is described below. Again, the Zero-Base Budget Model is a desirable transition step to full county ownership and operation of the service. In policy terms, this option strongly supports the long-term development of library and information services in the county.

Implementing the County Ownership Model in a single-county headquarters is relatively straight-forward. It becomes more complex and difficult in the case of a multi-county headquarters, where two or more county governments hold an ownership interest in the service and its physical assets. (See Appendix B for a listing of bookmobile headquarters and the counties served by them.) The process of implementing this model could be clarified and simplified if the State Legislature were to pass a library district/multi-county library law.

SAFETY-NET FOR COUNTY LIBRARY SERVICES

Regardless of the administrative model followed by individual counties in the development of their library and information services, the State Library Division will extend itself to create an operational safety-net for county bookmobile services. The Division will maintain strong and pro-active consulting expertise in bookmobile service (including library automation, which has come to be so important), as well as in the broader range of public

library services. For counties choosing the Zero-Base Budget, or County Ownership models for their bookmobile headquarters, the Division should implement a Rural Library Service Contingency Fund to help cover the costs of severe mechanical failures of a bookmobile. Additionally, in this regard, the Division should maintain a relief bookmobile(s) for the temporary use of counties when the unit assigned to, or owned by, them must be out of service for repair or maintenance. Finally, the Division should continue to provide library support services (primarily book acquisition services) as required by those bookmobile counties that lack other organizational resources to meet these needs.

"What do we need to do now . . . today?"

The circumstances we face in this area do not require precipitous action. They do require a thoughtful and effective planning process. That process should be locally-based under the direction of the county library service board. The initial phase of that process should begin early in 1995, and extend over several months. The proposals for future bookmobile service funding relationships and the administrative models presented here should serve as the primary focus of public discussion, planning, and decision-making. A subsequent planning phase that entends into 1996 should result in a formal five-year county library service plan.

While the planning process designed by each local board could well be different in individual counties to reflect differing local circumstances, in every county it should address both the immediate and long-term library service needs and desires of county residents. In collaboration with State Library Division staff, local boards and county officials need to project the level of funding and organizational support required from county and state government to meet these needs.

State Library Division staff propose that the initial phase of this planning process extend over eight months (January-August 1995) as described below. (The compressed timetable is dictated by the legislative budget cycle. A supplemental budget request to support library service transition grants for 1997, must be submitted in August, 1995.)

December 1994: Local library board, elected officials, and interested citizens read and consider this discussion paper. How do the information and proposals that are presented in this paper apply to your own county?

January-February 1995: Local library board designs the county planning process, with support from State Library Division staff. Division staff prepare for the board comparative budget projections including a zero-base budget for the bookmobile headquarters.

March-April 1995: Local library board implements the initial phase of the county planning process, with support as requested from the State Library Division staff. (Service data gathered, service needs projected, focus group/stake holder responses collected, costs established.)

NOTE: The State Library Board is considering holding two meetings (late spring and early summer) over EDNET to facilitate communication between the Board and the counties during this planning process. The EDNET meetings will allow officials and citizens in the counties to simply travel to one of several regional sites to participate, rather than traveling to Salt Lake City, or any other single location. Scheduling of these meetings will be communicated later.

May 1995: Local library board formalizes the county response to the proposals in this discussion paper, and provides feedback to the State Library Division. County response must indicate the county's preferred administrative model so that the Division staff can then project administrative and budget needs in developing a draft policy proposal for review by the State Library Board in August.

June-July 1995: State Library Division distributes draft bookmobile service policy proposal to the community for timely comment and response, possibly through an EDNET meeting.

August 1995: State Library Division prepares and presents bookmobile service policy proposals to the State Library Board for action. As needed, Division prepares and submits supplemental legislative budget request for the 1997 fiscal year to support a transition period.

The focused library service planning effort of the spring and summer of 1995 could usefully extend into 1996. The groundwork will have been layed for a five-year county plan (1996-2000) that would strongly support an effective transition of county library services into a new century.

"How can we achieve a successful transition?"

An effective transition will support the continuity of library service, and open new service opportunities for the future. Early public notice and discussion of the problem, as well as possible solutions, is the first step in achieving a successful transition to new relationships. This discussion paper is a timely alert to the bookmobile counties of the impending loss of federal dollars and the organizational and financial implications this will have for the library service they provide their residents.

We have time to plan. Barring an unexpected acceleration of the federal policy process on pending library legislation, the State Library Division expects to be able to enter into routine bookmobile service agreements with the counties for the 1995 and 1996 calendar years. Beginning in January of 1997, library services in the bookmobile counties will need to be provided on the basis of new administrative relationships, procedures, and understandings between the state and county governments as suggested and outlined briefly in the administrative models given in this paper. Each county has time to plan the direction of its library service program, to determine the service levels it wishes to sustain, and to acquire local organizational experience and capacity to meet its needs. The State Library Division has time to plan and establish effective support structures for the counties within the new administrative relationships.

The Division proposes a phased implementation of funding changes that extends over several years. This is intended to protect established library services to county residents by giving each county government time to plan and adjust local budget commitments to match its library service needs. The State Library Division and the counties, working together, have time to work with the State Legislature to provide whatever additional state funds may be required. The transition period to new funding relationships will extend for five years, from the distribution of this discussion paper in the fall of 1994, through 1999.

A summary of the planning and implementation schedule proposed by the Division is given below.

Year 1995 Study/discussion of county library service needs/options; lay groundwork for a formal five-year county plan, 1996-2000

January-February:	Local library boards design county planning process, with State Library Division support
March-April:	Local boards implement planning process
May:	Local boards formalize county response to this discussion paper, and provide feedback to the State Library Division
June-July:	Draft bookmobile policy proposal prepared by State Library Division distributed to community for comment and response
August:	Bookmobile policy proposal sent to State Library Board for action; Division prepares FY 1997 supplemental budget request to support transition

Routine bookmobile service agreements with counties under the formula

Year 1996	County Library Service Plans, 1996-2000, prepared under the direction of county library boards, formalized through county commissions, and distributed throughout the local community

Routine bookmobile service agreements with counties under the formula

Year 1997	New administrative relationships implemented between counties and the State Library Division based on county library service plan Library Service Transition Grant established under county plans
Year 1998	Library Service Transition Grant
Year 1999	Library Service Transition Grant
Year 2000	Library Service Sustaining Subsidy for qualifying library jurisdictions

We have sufficient time to do what is required. Ultimately, the success of the transition to new administrative and funding relationships in this area will depend on the level of trust and productive collaboration with which county boards, elected local officials, and State Library Division personnel can work together to define the problem, and to design and implement solutions that meet our needs.

"Is the state abandoning the bookmobile counties?"

There can be no question of the organizational commitment of the Utah State Library Board and State Library Division to the development and continuation of responsive and progressive public library services throughout the state. This commitment is nowhere more strong than in regard to those counties where the Division has held for so long the direct administrative and operational responsibility for bookmobile service. For nearly four decades the state and the counties have collaborated in building a strong foundation for local library service. In the last several years the state has made major commitments of dollars and personnel to develop effective library service capacity in the bookmobile counties that can open doors to the Twenty-First Century.

It is now time for the bookmobile counties to step forward and build on the solid service foundation of the past new relationships and local commitments that will support the long-term development and maintenance of their public library services. In this effort, the State Library Division is a concerned and eager partner. Working together, we can see to it that in the year 2000 the bookmobile counties provide their residents with first-class public library and information services that meet their varying needs, priorities, and circumstances, and that are securely established.

NOTE: Individuals or groups who wish to respond to this discussion paper immediately and outside the proposed formal county planning process, are invited to direct their written comments to the Utah State Library Board, 2150 South 300 West, Suite 16, Salt Lake City, UT 84115. Most particularly, responses to the following questions would be very helpful:

1) How can fiscal capacity be fairly defined and assessed?
2) Are there differences between cities and counties in the sources of fiscal capacity that are not fully reflected in tax figures (assessed valuation and the local option sales tax)?
3) What are the most accurate and timely sources of information for establishing the fiscal capacity of local governments?
4) What criteria (fiscal, demographic, geographic, service history, personal income of residents, etc.) should be used to define eligibility for the Sustaining Subsidy?
5) Which of the three proposed models is best suited to your county? Why? Are there other administrative models that should be considered?

Appendix A

FISCAL INDICATORS OF LOCAL GOVERNMENT SUPPORT FOR PUBLIC LIBRARY SERVICE IN UTAH, 1993*

Table 1: Potential Local Operating Revenue Per Capita for Library Service
Table 2: Actual Local Operating Revenue Per Capita for Library Service
Table 3: Index of Local Financial Effort in Support of Library Service
Table 4: Local Revenue as a Percentage of Total Library Service Operating Revenue
Table 5: Summary of Indicators by Jurisdiction Within County

*Fiscal indicators have been calculated using 1993 data provided by the Utah State Tax Commission and local library jurisdictions

TABLE 1
POTENTIAL LOCAL OPERATING REVENUE PER CAPITA FOR LIBRARY SERVICE*

Ephraim	$11.86	Cache BOOKMOBILE	$25.29
Manti	$14.37	Orem	$25.47
Mt. Pleasant	$14.56	Parowan	$25.67
Minersville	$14.69	Cedar City	$25.69
Pleasant Grove	$14.81	Kanab	$25.77
Monroe	$14.82	Salt Lake County	$27.75
Garland	$14.93	Springville	$28.37
Gunnison	$14.97	Sanpete BOOKMOBILE	$30.15
Richmond	$15.21	Wayne BOOKMOBILE	$32.04
Santaquin	$15.52	Piute BOOKMOBILE	$33.62
Hyrum	$15.79	Washington County **	$34.42
Smithfield	$16.94	Morgan County	$35.89
Nephi	$17.37	Murray	$39.43
Helper	$17.45	Wasatch County	$41.99
Delta	$18.29	Garfield Co./Panguitch **	$43.72
Fillmore	$18.46	Sevier BOOKMOBILE	$44.91
Tooele	$18.52	Salt Lake City	$46.46
Milford	$18.59	Utah BOOKMOBILE	$46.49
Kaysville	$19.59	San Juan County **	$47.22
Payson	$19.65	Duchesne Co./Roosevelt **	$48.51
Lehi	$20.41	Grand County	$49.34
Provo	$20.51	Tooele BOOKMOBILE	$54.49
American Fork	$20.62	Uintah County **	$60.76
Richfield	$21.82	Box Elder BOOKMOBILE	$63.09
Logan	$22.02	Carbon BOOKMOBILE	$65.01
Price	$22.22	Kane BOOKMOBILE	$78.51
Davis County	$22.24	Iron BOOKMOBILE	$84.41
Beaver	$22.77	Rich BOOKMOBILE	$93.55
Salina	$23.55	Juab BOOKMOBILE	$96.51
Spanish Fork	$24.60	Summit BOOKMOBILE	$122.34
Weber County	$24.81	Emery County	$146.92
Brigham City	$25.08	Daggett BOOKMOBILE	$156.05
Tremonton	$25.09	Beaver BOOKMOBILE	$206.22
Lewiston	$25.27	Park City	$206.79
		Millard BOOKMOBILE	$409.58
		AVERAGE:	$33.44

* This figure is calculated by multiplying the city or county's major sources of revenue (assessed valuation plus local option sales tax) by .001, the maximum tax rate allowed under state law for a special library service levy. This yields a hypothetical maximum dollar figure that the city or county could appropriate to library services.

** County contracts for bookmobile service in addition to supporting fixed-site library (ies).

TABLE 2
ACTUAL LOCAL OPERATING REVENUE PER CAPITA FOR LIBRARY SERVICE*

Cache BOOKMOBILE	$1.56	Tooele	$8.92
Utah BOOKMOBILE	$1.98	Beaver BOOKMOBILE	$9.15
Sevier BOOKMOBILE	$2.51	Hyrum	$9.19
Summit BOOKMOBILE	$2.53	Manti	$9.20
Carbon BOOKMOBILE	$2.82	Cedar City	$9.27
Iron BOOKMOBILE	$3.13	Kaysville	$9.32
Tooele BOOKMOBILE	$3.38	Lehi	$9.41
Helper	$3.50	Nephi	$10.43
Sanpete BOOKMOBILE	$3.85	Provo	$10.50
Smithfield	$4.32	Ephraim	$10.86
Santaquin	$4.93	San Juan County **	$11.08
Box Elder BOOKMOBILE	$5.03	Lewiston	$11.52
Wayne BOOKMOBILE	$5.10	Spanish Fork	$11.63
Juab BOOKMOBILE	$5.12	Brigham City	$12.10
Richmond	$5.39	American Fork	$12.83
Gunnison	$5.40	Weber County	$13.03
Salina	$5.60	Washington County **	$13.92
Pleasant Grove	$5.73	Milford	$14.11
Millard BOOKMOBILE	$5.87	Uintah County **	$14.47
Payson	$5.93	Grand County	$14.59
Piute BOOKMOBILE	$6.09	Logan	$15.98
Garfield Co./Panguitch **	$6.65	Mt. Pleasant	$16.06
Duchesne Co./Roosevelt **	$6.67	Springville	$16.18
Monroe	$7.09	Kanab	$16.83
Daggett BOOKMOBILE	$7.40	Orem	$16.97
Morgan County	$7.49	Murray	$17.20
Garland	$7.88	Fillmore	$17.37
Richfield	$8.08	Delta	$17.47
Kane BOOKMOBILE	$8.27	Price	$17.84
Tremonton	$8.45	Salt Lake County	$17.94
Wasatch County	$8.53	Minersville	$26.22
Davis County	$8.60	Parowan	$29.09
Beaver	$8.76	Salt Lake City	$32.09
Rich BOOKMOBILE	$8.77	Park City	$44.55
		Emery County	$52.07
		AVERAGE:	$15.17

* This figure is calculated by dividing actual local operating revenue for library service by the service population.

** County contracts for bookmobile service in addition to supporting fixed-site library (ies).

TABLE 3
INDEX OF LOCAL FINANCIAL EFFORT IN SUPPORT OF LIBRARY SERVICE*

Millard BOOKMOBILE	1.4	Minersville	35.3
Summit BOOKMOBILE	2.1	Richmond	35.4
Carbon BOOKMOBILE	4.3	Emery County	35.4
Utah BOOKMOBILE	4.3	Gunnison	36.1
Daggett BOOKMOBILE	4.7	Richfield	37.0
Juab BOOKMOBILE	5.3	Davis County	38.7
Sevier BOOKMOBILE	5.6	Pleasant Grove	38.7
Tooele BOOKMOBILE	5.8	Washington County **	40.0
Cache BOOKMOBILE	6.2	Murray	43.6
Box Elder BOOKMOBILE	8.0	Lewiston	45.6
Rich BOOKMOBILE	9.4	Lehi	46.1
Beaver	10.4	Spanish Fork	47.3
Kane BOOKMOBILE	10.5	Kaysville	47.6
Milford	11.9	Monroe	47.8
Sanpete BOOKMOBILE	12.8	Tooele	48.1
Iron BOOKMOBILE	13.2	Brigham City	48.2
Duchesne Co./Roosevelt **	13.7	Provo	51.2
Garfield Co./Panguitch **	15.2	Weber County	52.5
Wayne BOOKMOBILE	15.9	Garland	52.8
Piute BOOKMOBILE	18.1	Springville	57.0
Helper	20.1	Hyrum	58.2
Wasatch County	20.3	Nephi	60.1
Morgan County	20.9	American Fork	62.2
Park City	21.5	Manti	64.0
Beaver BOOKMOBILE	22.2	Salt Lake County	64.7
San Juan County **	23.5	Kanab	65.3
Uintah County **	23.8	Orem	66.6
Salina	23.8	Salt Lake City	69.1
Smithfield	25.5	Logan	72.6
Cedar City	27.8	Parowan	79.8
Grand County	29.6	Price	80.3
Payson	30.2	Delta	86.3
Santaquin	31.8	Ephraim	91.5
Tremonton	33.7	Fillmore	94.1
		Mt. Pleasant	110.3
		AVERAGE:	45.3

*The index is derived by multiplying the city or county's major sources of revenue (assessed valuation plus local option sales tax) by .001. This yields a hypothetical maximum figure which the city or county could appropriate to the library service center. This figure is then divided into that portion of the library's total operating expenditures which is derived from income received from the local governmental entity. The result is multiplied by 100, yielding an index that reflects the effort made by local government to support library services in terms of that government's financial capacity.

** County contracts for bookmobile service in addition to supporting fixed-site library (ies).

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TABLE 4
LOCAL REVENUE AS A PERCENTAGE OF TOTAL LIBRARY SERVICE OPERATING REVENUE*

Sanpete BOOKMOBILE	50.00%	Duchesne Co./Roosevelt **	80.61%
Cache BOOKMOBILE	50.00%	Fillmore	81.55%
Utah BOOKMOBILE	50.00%	Lewiston	81.56%
Tooele BOOKMOBILE	51.73%	American Fork	81.83%
Sevier BOOKMOBILE	52.00%	San Juan County **	82.85%
Wayne BOOKMOBILE	52.00%	Murray	83.77%
Millard BOOKMOBILE	52.00%	Manti	83.86%
Piute BOOKMOBILE	52.00%	Brigham City	84.40%
Box Elder BOOKMOBILE	55.00%	Provo	84.67%
Iron BOOKMOBILE	55.00%	Morgan County	85.73%
Carbon BOOKMOBILE	55.00%	Wasatch County	86.68%
Richmond	55.21%	Spanish Fork	86.83%
Kane BOOKMOBILE	57.00%	Parowan	87.00%
Beaver BOOKMOBILE	57.00%	Price	87.05%
Juab BOOKMOBILE	57.00%	Cedar City	87.93%
Santaquin	57.16%	Davis County	88.55%
Gunnison	58.02%	Nephi	88.81%
Rich BOOKMOBILE	59.00%	Tremonton	89.14%
Daggett BOOKMOBILE	61.09%	Uintah County **	90.22%
Summit BOOKMOBILE	65.00%	Salt Lake County	90.46%
Garfield Co./Panguitch **	65.59%	Weber County	91.00%
Minersville	67.26%	Kanab	91.53%
Milford	67.84%	Salt Lake City	92.04%
Monroe	70.84%	Springville	92.35%
Garland	71.17%	Logan	93.45%
Salina	71.59%	Lehi	94.01%
Mt. Pleasant	72.25%	Orem	94.82%
Pleasant Grove	77.19%	Hyrum	95.35%
Delta	77.78%	Park City	95.48%
Smithfield	77.94%	Tooele	95.74%
Payson	78.26%	Washington County **	95.74%
Richfield	78.28%	Kaysville	98.20%
Ephraim	79.21%	Emery County	98.48%
Beaver	79.60%	Grand County	99.97%
		Helper	100.00%
		AVERAGE:	89.30%

* The difference between this percentage figure and 100 percent is state and federal dollars allocated to the city or county for library service.

** County contracts for bookmobile service in addition to supporting fixed-site library (ies).

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TABLE 5
SUMMARY OF INDICATORS BY JURISDICTION WITHIN COUNTY

	Potential Local Operating Revenue Per Capita	Actual Local Operating Revenue Per Capita	Index of Local Financial Effort	Local Revenue As Percentage of Total Operating Revenue
BEAVER COUNTY				
Bookmobile Service	$206.22	$9.15	22.2	57.00%
Beaver	$22.77	$8.76	10.4	79.60%
Milford	$18.59	$14.11	11.9	67.84%
Minersville	$14.69	$26.22	35.3	67.26%
BOX ELDER COUNTY				
Bookmobile Service	$63.09	$5.03	8.0	55.00%
Brigham City	$25.08	$12.10	48.2	84.40%
Garland	$14.93	$7.88	52.8	71.17%
Tremonton	$25.09	$8.45	33.7	89.14%
CACHE COUNTY				
Bookmobile Service	$25.29	$1.56	6.2	50.00%
Hyrum	$15.79	$9.19	58.2	95.35%
Lewiston	$25.27	$11.52	45.6	81.56%
Logan	$22.02	$15.98	72.6	93.45%
Richmond	$15.21	$5.39	35.4	55.21%
Smithfield	$16.94	$4.32	25.5	77.94%
CARBON COUNTY				
Bookmobile Service	$65.01	$2.82	4.3	55.00%
Helper	$17.45	$3.50	20.1	100.00%
Price	$22.22	$17.84	80.3	87.05%
DAGGETT COUNTY	$156.05	$7.40	4.7	61.09%
DAVIS COUNTY				
Davis County	$22.24	$8.60	38.7	88.55%
Kaysville	$19.59	$9.32	47.6	98.20%
DUCHESNE CO./ROOSEVE	$48.51	$6.67	13.7	80.61%
EMERY COUNTY	$146.92	$52.07	35.4	98.48%
GARFIELD CO./PANGUITCH	$43.72	$6.65	15.2	65.59%
GRAND COUNTY	$49.34	$14.59	29.6	99.97%

TABLE 5 - PAGE 2

	Potential Local Operating Revenue Per Capita	Actual Local Operating Revenue Per Capita	Index of Local Financial Effort	Local Revenue As Percentage of Total Operating Revenue
IRON COUNTY				
Bookmobile Service	$84.41	$3.13	13.2	55.00%
Cedar City	$25.69	$9.27	27.8	87.93%
Parowan	$25.67	$29.09	79.8	87.00%
JUAB COUNTY				
Bookmobile Service	$96.51	$5.12	5.3	57.00%
Nephi	$17.37	$10.43	60.1	88.81%
KANE COUNTY				
Bookmobile Service	$78.51	$8.27	10.5	57.00%
Kanab	$25.77	$16.83	65.3	91.53%
MILLARD COUNTY				
Bookmobile Service	$409.58	$5.87	1.4	52.00%
Delta	$18.29	$17.47	86.3	77.78%
Fillmore	$18.46	$17.37	94.1	81.55%
MORGAN COUNTY	$35.89	$7.49	20.9	85.73%
PIUTE COUNTY	$33.62	$6.09	18.1	52.00%
RICH COUNTY	$93.55	$8.77	9.4	59.00%
SALT LAKE COUNTY				
Murray	$39.43	$17.20	43.6	83.77%
Salt Lake City	$46.46	$32.09	69.1	92.04%
Salt Lake County	$27.75	$17.94	64.7	90.46%
SAN JUAN COUNTY	$47.22	$11.08	23.5	82.85%
SANPETE COUNTY				
Bookmobile Service	$30.15	$3.85	12.8	50.00%
Ephraim	$11.86	$10.86	91.5	79.21%
Gunnison	$14.97	$5.40	36.1	58.02%
Manti	$14.37	$9.20	64.0	83.86%
Mt. Pleasant	$14.56	$16.06	110.3	72.25%

TABLE 5 - PAGE 3

	Potential Local Operating Revenue Per Capita	Actual Local Operating Revenue Per Capita	Index of Local Financial Effort	Local Revenue As Percentage of Total Operating Revenue
SEVIER COUNTY				
Bookmobile Service	$44.91	$2.51	5.6	52.00%
Monroe	$14.82	$7.09	47.8	70.84%
Richfield	$21.82	$8.08	37.0	78.28%
Salina	$23.55	$5.60	23.8	71.59%
SUMMIT COUNTY				
Bookmobile Service	$122.34	$2.53	2.1	65.00%
Park City	$206.79	$44.55	21.5	95.48%
TOOELE COUNTY				
Bookmobile Service	$54.49	$3.38	5.8	51.73%
Tooele	$18.52	$8.92	48.1	95.74%
UINTAH COUNTY	$60.76	$14.47	23.8	90.22%
UTAH COUNTY				
Bookmobile Service	$46.49	$1.98	4.3	50.00%
American Fork	$20.62	$12.83	62.2	81.83%
Lehi	$20.41	$9.41	46.1	94.01%
Orem	$25.47	$16.97	66.6	94.82%
Payson	$19.65	$5.93	30.2	78.26%
Pleasant Grove	$14.81	$5.73	38.7	77.19%
Provo	$20.51	$10.50	51.2	84.67%
Santaquin	$15.52	$4.93	31.8	57.16%
Spanish Fork	$24.60	$11.63	47.3	86.83%
Springville	$28.37	$16.18	57.0	92.35%
WASATCH COUNTY	$41.99	$8.53	20.3	86.68%
WASHINGTON COUNTY	$34.42	$13.92	40.0	95.74%
WAYNE COUNTY	$32.04	$5.10	15.9	52.00%
WEBER COUNTY	$24.81	$13.03	52.5	91.00%
AVERAGES:	**$33.44**	**$15.17**	**45.3**	**89.30%**

Appendix B

LISTING OF COUNTY BOOKMOBILE HEADQUARTERS

Single County Headquarters

Box Elder County Bookmobile Headquarters (1.6 FTE Svc), Willard
Cache County Bookmobile Headquarters (0.93 FTE Svc), Logan
Carbon County Bookmobile Headquarters (0.57 FTE Svc), Wellington
San Juan County Bookmobile Headquarters (0.82 FTE Svc), Monticello
Tooele County Bookmobile Headquarters (1.0 FTE Svc), Grantsville
Utah County Bookmobile Headquarters (1.5 FTE Svc), Spanish Fork

Multi-County Headquarters

Cedar City Bookmobile Headquarters, serving
- Iron County (0.40 FTE Svc)
- Washington County (0.60 FTE Svc)

Coalville Bookmobile Headquarters, serving
- Rich County (0.30 FTE Svc)
- Summit County (0.61 FTE Svc)

Delta Bookmobile Headquarters, serving
- Beaver County (0.21 FTE Svc)
- Millard County (0.88 FTE Svc)

Ephraim Bookmobile Headquarters, serving
- Sanpete County (0.71 FTE Svc)
- Utah County (See Utah County Bookmobile Headquarters)

Panguitch Bookmobile Headquarters, serving
- Beaver County (see Delta Headquarters)
- Garfield County (0.37 FTE Svc)
- Kane County (0.35 FTE Svc)
- Piute County (0.18 FTE Svc)

Richfield Bookmobile Headquarters, serving
- Juab County (0.26 FTE Svc)
- Sevier County (0.37 FTE Svc)
- Wayne County (0.25 FTE Svc)

Roosevelt Bookmobile Headquarters, serving
- Daggett County (0.10 FTE Svc)
- Duchesne County (0.50 FTE Svc)
- Uintah County (0.13 FTE Svc)